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ABSTRACT

A party of vocational educators from the United Kingdom (UK) traveled to the Federal Republic of Germany (FRG) to observe the role of industrial tutors in providing technical training to German workers. During their study, the investigators focused their attention on the role of the meister in the vocational education and training system in locations such as firms' training centers, special centers for unemployed and disadvantaged persons, and in the Berufsschule (vocational schools). The investigators found that in the FRG the relationship between education and industry is much more tightly defined in law and practice than in the UK. After examining the historical development and current role of the meister, meister training, the responsibilities of the meister, and British requirements for the training of industrial tutors, the researchers made a series of recommendations pertaining to industrial training in the UK. These included calls for legislation requiring that all firms and organizations providing industrial training apply for approval as training agencies and for national standards for trainers. (Appendixes to this report include a discussion of the dual system for vocational education and apprenticeship training in the FRG along with extracts from regulations pertaining to the training and examination of industriemeisters and meisters.) (MN)

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THE INDUSTRIAL TUTOR IN THE FEDERAL REPUBLIC OF GERMANY

The report of a visiting party

Edited by Fred Flower and Russ Russell

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PREFACE

This report is made by a party of practitioners in Vocational Education from the United Kingdom who visited the Federal Republic of Germany in November 1981. The visit was organised by the Further Education Staff College - FESC - (Coombe Lodge) and the British Council as one of a series of visits being planned and co-ordinated jointly by the FESC and the British Council at the request of the Department of Education and Science. The main travel expenses are being met by the Central Bureau for Educational Visits and Exchanges, while the main administrative expenses are being met by the British Council.

The United Kingdom - UK - and the Federal Republic of Germany - FRG - have similar industrial structures, comparable populations, and broadly similar patterns of vocational education and training, youth unemployment and ethnic minorities. There are constitutional, organisational and financial differences between the two vocational education and training systems but they both share the characteristic of having a dispersed pattern of authority which makes change slow and necessitates that change is made by agreement and is frequently developmental rather than radical.

It would seem therefore that the British can gain most in any comparative study of UK and FRG from developing an understanding of how the German system works in terms of the motivation and attitudes of its young people towards mobility, industrial co-operation and the quality of their work and social participation. In other words it is in the content and process of the German approach that the British interest principally lies. Attention is being paid to the attitudes of employers, trainers, trade unions and of the wider society to the young people because that can also provide understanding of the sources of the attitudes.

The visiting party was selected from a list of nominations in order to give an appropriate mixture of types of responsibility and experience for the study topics in mind. Further details of the visiting party and of the process of writing the report are given in Appendix F to this report. Although the visiting party was briefed before leaving for FRG none would claim to be an expert on FRG and therefore the group relied heavily on what they were told. Thus the ideas, information and views received by the group were defined by the particular select and short programme of visits (set out in Appendix G to this report). The report is presented acknowledging the limitations in such a process.

This report has been written in such a way as to try to minimise detailed structural descriptions of the institutions and systems in the FRG. Readers unfamiliar with the system in the FRG may therefore like to read Appendix A to this report before embarking on the main text. A full glossary of terms and abbreviations is contained in Appendix E.

The party presents this report and its recommendations for consideration and gratefully acknowledges the immense assistance and generous hospitality of the host institutions in the Federal Republic of Germany. The report does not necessarily represent the views of any of the institutions mentioned above, or the institutions from which the party was drawn.

I INTRODUCTION

BACKGROUND TO THE REPORT

- 1 This report arises from the fourth in a series of study-visits organised by Coombe Lodge to cover aspects of vocational education and training in the Federal Republic of Germany - FRG. For a long time the arrangements for vocational education in the FRG have fascinated observers from the United Kingdom - UK - and in recent years a number of descriptive accounts of the "Dual System" of the FRG have been published and widely disseminated. In order to learn more about the actual workings of the system to clarify its objectives and the ways in which it achieves them, it was decided that this series of visiting parties should concentrate on a series of single main strands in the vocational training patterns.
- 2 In both the vocational training systems of the UK and the FRG, a key element is the relation between education and industry and their mode of co-operating. In the UK the pattern is diverse and loosely structured; in the FRG the relation is much more tightly defined in law and in practice, and co-operation has reached a high degree of sophistication. Key figures in British vocational or pre-vocational programmes already in existence or projected will be the industrial-tutors or trainers and their contribution to the total process will be of major importance.
- 3 While this fact is recognised in each country, characteristically it is acknowledged in quite different ways. In the UK the Unified Vocational Preparation - UVP - programme has specifically identified the role of industrial tutor. Interpretations of the role between scheme and scheme and one training board and another differ widely and are riddled with ambiguities. Pragmatically, as is so often the case in Britain, the ambiguities may tend to disappear in practice. However, the role is still relatively unformulated and any developments along the lines of the Manpower Services Commission's Youth Training Scheme - YTS - will compel its further elaboration and clarification in practice in the new courses designed to replace the Youth Opportunities Programme - YOP. By contrast, the counterpart in the FRG has not only a clearly defined role but a status acquired by both experience and recognised qualification gained by training and examination.
- 4 Thus in the UK the status and precise functions of a trainer appear indeterminate depending upon traditional features within the company or the industry, and in the immediate local situation. In the FRG the situation is regulated by law; the

status and main functions of trainers are clearly defined and actual practice appears to correspond closely with the clear intent of the law.

- 5 The hub around which the organisation of vocational training in the FRG revolves is the figure of the Meister, the master craftsman. In law, in the Federal Republic, all training in industry and commerce must be under the supervision of a Meister. There are two categories of Meister - Industrie-meister and Handwerksmeister. They are of equal standing, but distinguished by the area of employment in which the Meister was trained. All trading enterprises must be registered with a Kammer (Chamber); either an Industrie- und Handelskammer (Chamber of Industry and Commerce) or a Handwerkskammer (Chamber of Crafts).¹* The actual training may be carried out either by the Meisters themselves or by skilled workers (Facharbeiter, Gesellen)² under their direction. This indirect supervision and dilution of authority has caused some concern in recent years particularly in Handwerk (see also paragraphs 68-69).
- 6 We therefore selected as the focus of our study the use that is made of the Meister in the system of vocational education and training in the FRG. We looked at their activity in a variety of locations such as firms' training centres, in special centres for the unemployed and socially disadvantaged and in the Berufsschule (vocational schools). Our study included consideration of those other trainers who supported the Meister in the workplace. A further aspect of study was the selection, training, assessment and qualification of the Meister, and the visits and discussions were planned to illuminate these themes.
- 7 Underlying our acceptance of this remit were a series of assumptions about what is shared, what is idiosyncratic in the patterns of education and training in the two countries, and the societies they are designed to serve. Both countries are industrialised members of the European Community - EC - with populations of similar size. They appear to have broadly similar social and industrial structures. In the field of education both had a decentralised administration, though the Local Education Authorities - LEAs - of the UK and Länder of the Federal Republic³ are creatures of a different order. The rising levels of youth unemployment, the long term perspectives facing all young people in western industrialised economies and the difficult task of effective economic and social integration of young people from ethnic minorities are problems shared by both countries. The general assumption that things are much the same except for matters of superficial detail is probably shared by many people and accounts for the strong feeling that if a co-operative system of education and training is operated by education and industry in the Federal Republic, it is not only desirable and long overdue, but would be comparatively simple to establish in the UK.

* All notes are contained in Appendix D

- 3 As we began our enquiries in Munich we saw that our interest overlapped and our questioning took on a fairly coherent patterning. However, in the light of the information received we began to modify some of the assumptions implicit in our initial approach. We were greatly assisted in this process of clarification by a seminar conducted at the mid-point of our visit to Stuttgart, by Professor Gerhard Lachenmann of the Institut für Berufspädagogik of the University of Karlsruhe. He supplied an historical frame which some of us lacked and he tended to confirm the impressions that we were attempting to formulate.
- 9 Thus within the general similarities between the two systems we identified three domains in which the differences might prove to be more important than the similarities in interpreting our experiences:
- a. social structure and social attitudes
 - b. industrial structure and practice
 - c. the objectives of a system of vocational education and training.

The specific issues that call for comment are discussed in the succeeding paragraphs.

- 10 The historical experience of Germany especially in the 19th and 20th centuries has produced a social structure with its own particular rigidities. Entry to senior status in government, the liberal professions and the upper echelons of industry and commerce is along a well-defined route through Gymnasium (Grammar School)⁴ and University. There is a second route, from which a small minority may enter higher education, which for the majority will lead to a recognised but subordinate status in industry and commerce. This upward social mobility tends to proceed within fairly clearly defined boundaries and with limited and accepted defined goals. An intending doctor, lawyer or senior civil servant would need to go to a Gymnasium and proceed to University; a bright 16 year old school leaver entering industry and commerce would move along the path of apprentice, Facharbeiter (Skilled Worker), to the goal, if he is sufficiently able and persistent of Meister; the great majority reached the Facharbeiter level and a substantial number do reach the level of Meister (about one-quarter)⁵. Thus there is an assured status for the majority and a clear and prescribed avenue for progression for a large section of workers.
- 11 Upward mobility in the Federal Republic has its clearly defined limits. While Handwerkmeister can, by virtue of their qualification, establish themselves independently to exercise their skill in their own business if they can command the necessary capital (see also paragraph 39c), the Industriemeister will have a clear and recognised status in Industrie exercising supervisory or training functions. There is a recognised ceiling in the upward progression for the Meister. The supervisory grades will however be filled by those who have followed a course of training in which the elements of skill and of job-related knowledge will have been dominant and who had

demonstrated in their assessment exercises their practical abilities and their commitment to high standards of performance.

- 12 In Britain, many workers would not see a promotion to foreman or supervisor as a normal way of improving their position. Some might even regard it as a desertion. In the situation in the FRG where the route is considered normal and acceptable, there is consequential strong pressure both from parents and peer-groups for young people to enter a training when they leave school. One aspect of this recognised path of personal progress through a continuous programme of training is revealed in the consistent attitude of workers towards the quality of their work and the exercise of their skill. The pattern would seem to be accepted by the majority in the FRG. The perception of social mobility they seem to share contrasts sharply with the apparent promise of British and American education systems of a wide-open door to individual energy and talent.
- 13 The status level of "Facharbeiter" (or Geselle) and "Meister" are not merely occupational levels or occupational status levels, but have also a more widely accepted social status and are integrated into the wider community. To begin to describe this, we must elaborate our description of the position of the Chambers in the system.
- 14 In order to trade, all individuals and enterprises must register with the local Chamber and must pay the local charges or fees to the Chamber (the main exceptions are the "free" or liberal professions and agriculture which have separate registration systems). Most enterprises register with the local Industrie- und Handelskammer, of which there are 73 in the Federal Republic. There are however 125 defined trades where, depending upon local law, the individual or enterprise may register with the local Handwerkskammer, of which there are 54 in the FRG. Participation by members of the Chambers in the affairs of the local Chambers is high. There are both Land-level organisations and Bund-level (Federal) organisations which have significant effects on the economic, tax, planning and training policies of governments.
- 15 All apprenticeships must be registered with the Chamber of the employer which is then responsible under Federal Law for supervising the quality of the training and for the final examination of the apprentices. This latter responsibility goes beyond a mere legislative definition and is best illustrated by comment on two organisational features. Firstly, the examinations are the responsibility of locally appointed committees of local specialists, including 'field' practitioners. Each Chamber appoints committees for each trade to be tested. This integrates the examination function into the local community of that trade. Secondly, all examinations include an oral examination by that local committee. Thus, each young apprentice is accepted into the local community of specialist-workers by members of that group. This element has strong ritualistic characteristics that are expressed clearly in, for example, vocational guidance films produced by the Bundesanstalt für Arbeit - BFA - where the young persons are shown being shaken by the hand, in

congratulation, by the examination committee, and are shown leaving the local chamber with the certificate. This illustration of social bonding may be dismissed too easily as mere romanticism.

- 16 The status of skilled worker is really little more than an essential 'beginning' or 'coming-of-age'. This status gives access to the possibility of going on to acquire:
 - a. the training aptitude certificate, and/or
 - b. the status of Techniker (technician), and/or
 - c. the status of Meister.
- 17 By custom and practice all supervision of workers is reserved to the statuses of Techniker or Meister. By law only Meisters or those holding the Training Aptitude Certificate may supervise apprentices. By law, in the 125 Handwerk trades, *only* a registered Meister may set up in business, trade or advertise in those trades. Thus the skilled worker status is this 'beginning'. The language itself supports this. The word Facharbeiter (associated with Industrie- und Handelskammer trades) is more literally translated as specialist worker, rather than skilled worker. The word Geselle (associated with Handwerk trades) is more literally translated as Associate rather than journeyman or skilled worker. The more archaic English phrase of journeyman is acceptable, for the purpose and rationale of the journey is to acquire a wider skill experience than that provided by the minimal start. The tradition of the journey is not yet extinct in the FRG. The Hamburg Carpenters may still be seen in traditional (or archaic) dress tramping or 'hitching' lifts in pursuit of their experience of work elsewhere.
- 18 The main ambition of many young people, and in particular young men, is to achieve the Meister status, the full recognition of maturity. In Industrie some are led to training, or to Techniker status. But in Handwerk Meister dominates. Indeed it affects Industrie for Facharbeiter could leave work, acquire a generous grant from the BFA for full-time Meister study, acquire a Meister award (usually via Handwerkskammer) and return to Industrie. These grants were suspended in 1981 as an economy measure. Some, of course, pursue with the co-operation of their employer the specialist training and status of Industrie-Meister. It might be fair to say that at the age of 21 about half of the young men feel themselves aiming for Meister status. Ten years later perhaps a quarter of the age group have achieved it.⁶ So valued is the status, some go on to acquire a second Meister status in a related trade, and a few acquire a third.
- 19 After a minimum of two years experience, a Facharbeiter (Geselle) may enter Meister training. This training is again examined by the local Chamber and the practical work and oral examinations have strong social significance. Annual dinners for Meister, or for the award of Meister Certificates are common and are social events of some level of significance.
- 20 In any local community large numbers of Handwerksmeister are members of the Chambers and traders, since the average enterprise

in Handwerk is less than ten people. There is also a complex system of Innung (Guild) organisations that both employers and employees may (voluntarily) join. The Chambers are regionally-based, the guilds are trade-based. These Innungen have a variety of self-help functions such as organising private medical insurance, courses for specialist updating in trades and so on. In addition to these, they provide another pillar in the structure of social standing and recognition.

- 21 The preceding paragraphs have shown that particular social structures exist which give a wider community based recognition of the work and of the status of the Meister. It seems that these structures penetrate into the neighbourhood and wider social structures. The Meister status is particularly important as a confirmation of a 'mature worth' but above all the pursuit of this position, differentiated from the rest of the class structure, is a feature that may dominate young men (and women) in the years from adulthood to maturity. Failure-to-achieve must have enormous significance for the experience of self-worth and other forms of political and social action. The position of Meister has the function of binding the Meister to the wider social structure, but dividing them from other members of the working class. In many ways the Meisters are vital figures in the maintenance of social stability.
- 22 Many observers have agreed that the good economic performance of the Federal Republic in the 1960s and 1970s and the reputation it has earned for high quality workmanship is underpinned by its effective system of training and education. There is thus a ready assumption that an economy like that of the UK, seeking to emulate the economic success and considering a substantial expansion of education and training, would have established similar or identical objectives. A closer examination of the practice could make one question this assumption.
- 23 Of the size, scope and effectiveness of the current training effort in the FRG there can be no doubt. It represents an investment beyond comparison with any similar initiatives so far in Britain. Yet in essence, it would seem to be a transmission exercise of established knowledge and skills. Industrial representatives make it clear they are in favour of maintaining as far as possible the existing pattern of training in highly specific skills in spite of the argument that in the future technological development may render these specific forms of skill redundant.
- 24 While only a minority of those involved in training young people on current schemes for UVP and YOP in Britain may have received any similar training to that of the Meister in the FRG so far, nevertheless, the emphasis on such schemes and in the MSC's proposals for the Youth Training Scheme would appear to be towards personal development and this is to be made manifest through training in generic rather than specific skills, with the intention of increasing occupational mobility. The view in the Federal Republic would seem to be that a well-trained person, even if trained in an obsolete skill, is more readily retrained than a generically-trained person.

- 25 Two interesting points of difference appeared in the course of our exploration of these areas which add point to our questioning of assumptions. We found that the Bund (Federal Government) and to a greater or lesser extent the Governments of the Länder are anxious to introduce a Berufsgrundbildungsjahr - BGJ - (Basic Vocational Education Year) which would count as the first year of an apprenticeship. An important aspect of the BGJ is that the training is broader than in the usual Dual System and that instead of young people being trained in one of the 450 or so specific skills identified in the traditional pattern of the Dual System, they will be trained in one of 13 broad Berufsfelder (Vocational Fields). The BGJ appears in two forms - the Kooperative Form in which the time is divided between college and a training place within a company and the Schulische Form⁷ (often called Berufsgrundschuljahr) in which both the theoretical knowledge and the practical training are done within the school. Employers are, in general terms, less than enthusiastic about the BGJ as a whole but they prefer the Kooperative Form. They appear anxious to retain as much control as they can over training and are willing to pay for training. In Britain we are faced by a completely contrary position where companies are reluctant to train above the minimum and would welcome increased attention paid by the schools to preparation for employment, and the specific requirements of individual companies.
- 26 A second point of difference lies in the definition of education and training in the two systems. In Britain with the development of vocational preparation and extended forms of initial training (such as the proposed YTS), it has been argued that the distinction often made between education and training is a false dichotomy and that from the standpoint of the learner, the two concepts are inseparable. Thus work-experience in YTS is seen to be providing an industrial context for learning and that schemes providing it should be carefully integrated training-education experiences provided jointly by industry and education. In the Federal Republic situation such a contention is meaningless in that what is 'training' is also clearly laid down and provided by the company. Integration of curricula would be very difficult to achieve in any but a very formal and limited fashion.
- 27 A final caveat needs to be entered. The concepts of an "industrial-tutor" in British schemes and of Meister in the FRG are very different and perhaps illustrate more easily than any other feature the essential differences between the approach of the two countries.
- 28 An industrial-tutor in UVP schemes or his equivalent in other schemes (whether traditional apprenticeships or YOP Work-Experience on Employers-Premises Schemes or Community Industry Schemes) does not have an established status within the company which is matched by a corresponding status outside. The actual status of the industrial-tutor is indeterminate and depends upon the local situation, and the range of functions to be fulfilled. Different schemes require tutors to perform

a different span of functions which may be broadly classified under three headings:

- a. management functions
- b. teaching functions
- c. counselling functions

In British schemes no single person is likely to be called upon to perform the full range of functions but responsibility is usually divided. Practice in how this division takes place varies considerably even between sections of the same company or between schemes promoted by the same Training Board. A more precise allocation of responsibility and a decision about the precise range of functions to be performed by key training personnel will need to be essential parts of any scheme of vocational education and training like the YTS.⁸

- 29 In the Federal Republic the situation is much more cut and dried. The management functions and teaching functions are proper to the Meister who has a clearly defined social and industrial status. He has achieved his position by qualification through training and an examination which has thoroughly prepared him for the role.

II HISTORICAL DEVELOPMENTS AND CURRENT ROLE OF MEISTER

HISTORY

- 30 The development of the vocational educational system of the FRG, and of the role and position of the Meister within it, cannot be viewed in isolation from trends and developments in the wider society. Part of the historical myth is that the current system is rooted in a medieval Guild system and that the current pride in craft and craft training goes back to the Guilds. In practice liberal economic law, emphasising the value of laissez-faire as an instrument of policy progressively attacked the Guilds from 1840 onwards and from 1871 to 1897 there was an absence of regulations for apprenticeships and a prohibition on the development of what were seen as restrictive practices. By 1897 the Guilds were effectively moribund and powerless.
- 31 On the other hand the last few years of the nineteenth century saw the development of a Mittelstandpolitik (Middle Class Policy) with the specific intent of preserving and developing the two lower middle class groups during times perceived to be of growing economic difficulty. The two groups central to the Mittelstandpolitik were salaried employees and self-employed artisans and tradesmen. The latter group in particular desired the re-introduction of regulations designed to curb what they considered was excessive competition. The idea of local Chambers of Trades was established at this time both for Industrie and Handwerk. These new institutions of public law spread their influence with demands for compulsory membership and, in the case of Handwerkskammer, with demands for apprenticeship regulations and Geselle and Meister qualifying examinations and certificates as the basis for entry.
- 32 These policies were relatively successful in 1900 with the development of the control of apprenticeship by the Handwerk and in 1908 when Meister examinations were introduced. It was not until 1938 that the system was extended to large industry with control of training via the Industrie- und Handelskammer.
- 33 The educational impetus of the Mittelstand movement was articulated and crystallized by Georg Kerschensteiner, an intellectual who had become Director of Education for Munich in 1895. In an essay on craft and practical skill education, written in 1900 and awarded a national prize by the Royal Prussian Academy for Useful Knowledge Kerschensteiner emphasised the necessity of vocational education, the practical

base of that education, and the moral implications such education had. As Kerschesteiner wrote in that essay,

"To sum up, the first aim of education for those leaving the elementary school is training for trade efficiency and love of work. With these is connected the training of those elementary virtues which efficiency and love of work have in their train - conscientiousness, industry, perseverance, responsibility, self-restraint, and devotion to an active life.

*Following close on that, the second aim must be pursued, which is, to gain an insight into the relation of individuals to one another and to the State and to understand the laws of health. This knowledge and insight must then be used actively in the exercise of self-control, justice, devotion to duty, and in leading a sensible life characterized by a strong feeling of personal responsibility."*⁹

The two central features of Kerschesteiner's system, those of trade instruction and the centrality of practical work and discipline, were the subject of much heated controversy and opposition, particularly among existing university trained teachers. Due to this, Kerschesteiner increasingly turned to the Kammer and the Meister (the Master Craftsmen) for support, which they in turn gave. By 1902, trade schools, or Berufsschulen, were established in Munich for butchers, bakers, cobblers, barbers, hairdressers and chimney-sweepers.

- 34 The relative success of the Munich trade schools, with their emphasis on the central teaching, examining and moral development roles of the Meister in the training of apprentices led

of the Munich system. Added impetus occurred in 1908 with the creation of the German Executive for the Technical School System, which was to investigate and codify the demands and requirements of employers (many of whom were themselves Meister) with regard to the supply of young, trained workers. The net result of such initiatives and Kerschesteiner's popularisation of his ideas, was to produce an apprentice training system which substantiated and confirmed the central position and significance of the Meister. In industrial training at least, Mittelstandspolitik proved a successful strategy for the lower middle class craftsmen and tradesmen.

- 35 The current system which effects a very tight control by the Chambers of both trading and training was formulated primarily in the period 1950 to 1955. Despite the vigorous advocacy of alternative models by the previously Occupying Powers the fundamental elements of the old system were adopted.¹⁰ The general desire at that stage of the Federal Republic was for high levels of participation in public affairs with strong local responsibilities. Thus membership (with voting rights) of the Chambers is compulsory, and it is the local Chambers that oversee all training. Training had to be supervised by a properly qualified Meister, although this has been slightly

modified by changes in regulations in 1972 (see paragraphs 57 and 71). The Meister is thus the key figure at the induction of the young person into working-life (see also paragraphs 76-77).

THE ROLE OF THE MEISTER

- 36 The Meister then is a master craftsman, as the term is normally understood, but with a definite, institutionalised place in the workforce plus, in addition, a pedagogical function. A Meister will traditionally have been an apprentice and will have attended a Berufsschule as part of the Dual System of German vocational training. He or she will then have worked full-time as a skilled worker and then some two years later (at the minimum) have returned to an establishment of vocational education to attend a Meister course on either a full or part-time basis. Thus the Meister, responsible for training apprentices, has a background and experience like that of the apprentice.
- 37 On the specific Meister course the student will become further expert in his or her particular skill area and will receive pedagogical training. The pedagogical training covers four main areas:
- a. Basic issues in Vocational Training
(a survey of current vocational training practices);
 - b. Planning and Implementation of Training
(a study of the curricula used in vocational training and a study of teaching methods);
 - c. Young People undergoing Training
(a survey of the position and problems of young people in contemporary society and at work);
 - d. The Legal Basis of Vocational Training (a study of Land law in general and Land and Federal Labour law in particular).

After the successful completion of such a course the student will then receive a Meister certificate.

- 38 The Meister certificate is the most valuable and significant qualification available in the manual sector of German industry. In addition to access to higher economic rewards not only is it proof of skill but also of reliability (for manners and morals as well as expertise are emphasised in Meister training); and not only is it proof of an ability to train and supervise apprentices but it is also a requirement for the opening of a business which involves any (of the several hundred) crafts or trades found in the Federal Republic. The institutionalised Meister system helps maintain the stability and dynamism of the German industrial economy. The authority of its traditional roots and its contemporary efficacy as a method of industrial training make it a unique form for the pursuance of economic goals. The Meister can be

said to have five, inter-related, roles:

- a. that of highly skilled, specialist worker;
- b. that of supervisor;
- c. that of trainer;
- d. that of entrepreneur;
- e. that of a regulator of, and role model for, moral behaviour. Moral behaviour here is taken to be a set of dispositions (as opposed to merely instrumental technical acts) that will intensify and encourage the effective, satisfactory attainment of attributes a. to d. above in relation to both the apprentice and the Meister.

39 There are principally two sorts of Meister in the modern German industrial and commercial arena. There is the Handwerksmeister and the Industriemeister (see also paragraphs 5 and 14-17). It has already been noted that one must be a properly qualified Meister in the appropriate trade to set up business in a trade or craft designated in the Handwerks-Ordinance. Nevertheless, this qualification is recognised by Industrie- und Handelskammer) as an appropriate qualification for supervision or for training. Thus a young person may embark on the Handwerksmeister route secure in the knowledge that it opens three possibilities:

- a. supervisor, trainer or senior status in a Handwerk enterprise;
- b. supervisor, trainer or senior status in an Industrie¹¹ enterprise; or
- c. the possibility of becoming a small employer in a Handwerk enterprise. Grants are available from the Federal Authorities to help people establish themselves.¹²

40 The Industriemeister is qualified by an appropriate course and examination of the Industrie- und Handelskammer, usually on a secondment from (or by direct training in) a medium or large enterprise (eg. Agfa-Gaevart, Siemens, etc.). Their function involves the supervision of manual work and the training of apprentices in Industrie. Further, while the movement from Handwerksmeister to a Meister working in Industrie is not infrequent, it is rare the other way round. It might additionally be added that, unsurprisingly, the Handwerksmeister has a more traditional orientation than the Industriemeister. However, it would be unwise to make too much of the differences: the factors in common are greater than the contrasts. The comments which now follow apply more or less to both Handwerksmeister and Industriemeister. It will be clear from the context, where not specifically pointed out, where the emphasis is lying.

41 The social role of the Meister is a unique one: he or she is at the intersection of two occupational worlds (especially so

in large scale industry) - that of management on the one hand and that of workers on the other. There is also reason to believe that this position causes far less problems of self-identity than might be expected. The training of the Industriemeister includes a large element of training in knowledge and attitudes for this role (see also Appendix B). As a result efficiency tends to be enhanced in the training of apprentices, in their supervision of work and in relations with senior management. These points will now receive some amplification.

- 42 Nor can the role of the Meister be regarded as a marginal role. Studies conducted in the USA and the UK have suggested that the foreman (one of the counterparts of the German Meister) has ceased to become a *key man* in the industrial setting. In many instances, it is claimed, the foreman has lost his function as it had previously been understood. By contrast, the Meister has retained this function and has had it publicly institutionalised by the Chambers, the Länder and Federal government. The Meister, especially the Industriemeister, is able to deal with and operate within two occupational cultures: that of the shop floor and that of management. The occupational history of any particular Meister ensures effective communication with the shop floor and the anticipatory socialisation, inherent in Meister training, similarly ensures effective communication with management. It is not that the Meister is unclear as to where he or she stands in a given occupational setting but rather that this inter-sectional placing *is* the declared, recognised occupational position.
- 43 The position of the Meister is not only awarded a status intra-organisationally, it is also recognised extra-organisationally by the culture as a desirable social role (in a way that the role of foreman in the UK is not). The Meister role is a social role that does not separate work culture from family culture. It is a role which is affectual, patriarchal, traditional, hard-working and skilled. Clearly then for many parents and young people the role of the Meister will not appear to deny family values but rather tend to formalise them in a work setting.
- 44 The visiting group had the opportunity of seeing Meister working with apprentices and also in the lower echelons of management. It seems that one way of describing the two role situations of the Meister is to concentrate on the two role-styles and to try to understand their relevance to systems of social cohesion and control. In dealing with either apprentice or 'shop-floor' workers the pattern of relationships probably maintained, and which the apprentices are progressively incorporated into, is that of affection, friendship, joking, paternalism and that of a group solidarity based on common experiences. In a sense this is expressed in a shared 'language', particular to their common situation. On the other hand, with managers or clients the Meister conducts his dealings in a relatively universal language of purpose, organisation, accounting and profit. The language frame of

these has, almost by definition, to be shared on a wide universalist basis with individuals that the Meister meets normally only in a work-situation. With the work-force the language is that of an 'in-group' that shares a work and social experience. The Meister is thus a key figure in mediating these two worlds; and in particular that of 'management' to the 'work-force' and is also a key figure in incorporating the apprentices to these two worlds of meanings. The Meister holds a stable social role and facilitates a dynamic set of industrial imperatives; the encouragement of social mobility, the acceptance by the individuals of their situations, and that of openness to management initiatives.

- 45 Having described these positions it is now possible to talk in more precise organisational terms of the relationships between apprentices and the Meister. All organisations manifest degrees of involvement by personnel; they further manifest degrees of power to which personnel are subject. For the apprentice, in both his or her training and work role, the Meister represents the organisation the apprentice has employment in. This is particularly clear where the Meister is the direct employer, but it is also present where the Meister, although not the direct employer, is the employer *de facto* as far as the apprentice's conception of the work situation is concerned, the Meister will represent both authority and power. Just what degrees of involvement and power are present in the Meister/apprentice arrangement may be judged by a comparative examination of the varieties of ways involvement and power show themselves in organisations in general.
- 46 It is possible to see three broad kinds of power that ensure the compliance of people in organisations: coercive power, remunerative power and normative power.¹³ Coercive power either explicitly or implicitly rests ultimately on the threat of physical sanctions; remunerative power is based on material rewards; and normative power rests on the systematic allocation or withholding of symbolic rewards. Taking this we can argue for the existence of three broad kinds of involvement among personnel in organisations: alienative involvement, calculative involvement and moral involvement: alienative involvement designates an intense degree of negative orientation; calculative involvement is designated by a 'rational' attitude eliciting neither a high degree of commitment nor a negative orientation; moral involvement designates a positive orientation of high intensity.
- 47 We can agree that organisations work well when the kinds of power used match the kinds of involvement available; thus, congruent matching would appear to be

coercive power	:	alienated movement
remunerative power	:	calculative involvement
normative power	:	moral involvement

The Meister/Apprentice relationship suggests the importance of the normative/moral relationship in the industrial organisations of the Federal Republic. The point is tellingly

made then that not only does the face-to-face role of the Meister enjoin a complex of working methods conducive to a specific form of industrial efficiency, but further the abstract role position of the Meister in the industrial setting has a tendency to ensure a firm commitment at the level of organisational compliance. Where this appears to be weak the specific training of the Industriemeister allows him to mediate towards a remunerative/calculative relationship with the minimum difficulty (see also paragraph 54). This meshing of the traditional function of the Meister system (which is manifested in local, immediate relations) with the requirements of large scale bureaucratic business organisations promotes at one and the same time overall efficiency and skilled worker quiescence with a high level of industrial training.

- 48 It will now be clear from all the foregoing that the Meister system is a vital part of industrial training in the Federal Republic and seems to promote both stability and dynamism within the system. From the training of the Meister himself or herself, to the training of apprentices by the Meister, to the functional position the Meister holds in management structures, to the general esteem carried by the cultural system for the Meister it is evident that a set of useful co-ordinates for the training of apprentices exists.
- 49 However, it is the case that the UK does not share such a tight-knit method for the training of industrial apprentices, nor given the development of the UK industrial pattern could such a system be readily introduced. In addition it might be thought that the Meister system precludes some aspects of the autonomous development of young people, that young people in such a system are denied the opportunity of thinking for themselves and acting independently, and that although the system is in some respects a cosy and hard-working one it provides too much social control and too much individual, moral surveillance.

III MEISTER TRAINING

50 Meister training effectively begins at the age of 15 when a young person leaves school on completion of the 9th or 10th year of school and secures an apprenticeship with a firm in one of the 450 or so federally recognised training occupations. This apprenticeship generally lasts for three to three-and-a-half years, during which time on-the-job training is complemented by a course of vocational study taken at the Berufsschule - accounting for one day or occasionally two days per week during the period of apprenticeship. This joint commitment -

- a. by the firm to provide on-site training
- b. by the state to provide the relevant vocational education

forms the basis of the well-established Dual System of vocational education and training (of which further aspects are discussed in Section IV and in Appendix A of this report). On completion of his apprenticeship, the newly qualified Facharbeiter must then spend a minimum of two years gaining further work experience before embarking on the Meister training itself.

51 Meister training varies in content and length depending not only on the nature of the occupation or trade and the local availability of training but also as to whether it is for an examination of the Handwerkskammer or the Industrie- und Handelskammer. Entry is dependent on the acquisition of appropriate Facharbeiter status (or occasionally Techniker-technician-status) relating to the specific Meister examination being entered for. Generally a training for Handwerksmeister is available in :

- a. full-time courses or part-time courses in vocational schools run by the Länder
- b. full-time courses or part-time courses in schools organised by the Handwerkskammer

While training for Industriemeister is provided by :

- c. full-time, block release or part-time courses provided by the Industrie- und Handelskammer
- d. in-company training.

Courses are not a requirement for examination entry but except in 'minority' trades few enter without training.

52 Some 35,000 Meisters are trained annually - at present, mostly through the full-time route. Until recently, trainee Meisters

following the full-time route received a grant of 58% of their salaries. This has now been changed to a government loan which must be repaid within five years.¹⁴ General concern was expressed that an already discernible drift towards the part-time route (which may sometimes represent only one-third of the time spent on the full-time provision) would be accelerated - although as yet, because of the very recent change in finance, there was no firm evidence to support this view. In practice most people taking advantage of either grant or loan for full-time training, having left work in Industrie- or Handwerk, tend to register for examinations with the Handwerkskammer. In 1979 74% qualified as Handwerksmeister and 14% as Industriemeister (12% in Agriculture and other systems: see also paragraph 14).

CONTENT OF HANDWERKSMEISTER TRAINING

- 53 The Handwerksmeister is regarded as a craft specialist; a businessman/entrepreneur; and as a trainer, and these are reflected in the four main sections of his training:

- a. Craft Practice
- b. Craft Theory
- c. Commerce, Law, Accounts
- d. Pedagogy

There is a fairly tight control of regulations for most Meister examinations for Handwerk trades from the Bundesministerium für Wirtschaft - Federal Ministry of Economic Affairs - (which also controls the training regulations for the 450 or so defined trades). Elements c. and d. above are common for all Handwerk trades. The section on law etc. is not only to enable and encourage the skilled worker to set up in business but also to offer some protection to potential future clients. Since the Meister qualification carries the right to take on or supervise apprentices the pedagogic element is important.

CONTENT OF INDUSTRIEMEISTER TRAINING

- 54 The Industriemeister is seen as a technical specialist; a middle manager or supervisor; and a trainer. Consequently, the content of training is divided into three main sections:

- a. Management and Supervisory Studies
- b. Technical Theory
- c. Pedagogy

The federal regulations for the control of this training are somewhat weaker for Industriemeister than for Handwerksmeister and less extensive over various vocational fields. The final responsibility lies with the Chambers. The training of the Handwerksmeister for economic independence would be inappropriate but the training provided is appropriate for a supervisor and is set out in full in Appendix B to this report.

It has been given in full because of its importance for this report for it puts the Industriemeister in a much better position to mediate the world of management to the apprentice and to better incorporate the young worker into the work culture of the Federal Republic (see also paragraph 65).

PEDAGOGICAL SYLLABUS

- 55 The pedagogical syllabus is the same for Industriemeister and Handwerksmeister. It is in four main sections:

- a. Basic Issues in Vocational Training
- b. Planning and Implementation of Training
- c. Young People Undergoing Training
- d. Legal Basis of Vocational Training

These are given in full in Appendix C to this report. The guidance available recommends that instruction in these should take at least 120 hours and up to 200 hours.

MEISTER EXAMINATIONS

- 56 The chambers appoint Examinations Boards (usually comprising at least three members and providing for equal representation of the employer and employee sectors) who are responsible for the content, quality and standards of the Meister examinations. The examinations are set in all four sections of Meister training and since for Handwerksmeister, Part c. and d. (Commerce, Law, Accounts and Pedagogy - see also paragraph 37) are the same, some chambers make use of the banks of multiple choice papers compiled by the Zentralprüfungsanstalt - ZPA - (Central Examinations Foundation) established by the Chambers with its offices in Stuttgart.
- 57 The Pedagogical component of the examination requires trainee Meisters to take a 30 minute oral test as well as a written paper and to give, in his chosen subject, a trial lesson. For the trial lesson, candidates must prepare a lesson plan providing details of aims, content etc., and this lesson is assessed by a minimum of two and up to five members of the Examinations Board. Meister examinations may be taken twice - the failure rate being highest in the theory papers and as low as 1 to 5% in the Commerce/Law and Pedagogical element. The Pedagogical examination for Meister status is identical to the Trainer Aptitude Certificate examination for in-company trainers (see also paragraph 70).
- 58 Industrie- und Handelskammer and Handwerkskammer have a wide range of functions in the economic system of the Federal Republic and the supervision of training is only one of them. They have no direct counterpart in the UK. Training regulations are set nationally, but training advice comes from the Chambers. The purposes of control of qualifications through examinations is the responsibility of the local Chambers. In that, they are very much like the Regional Examining Bodies

in the UK although they have weaker systems of moderation and standardisation than the comparable UK organisations. The visiting party was told by Meisters in one chamber area that standards are much lower in neighbouring areas.

- 59 Great importance is placed throughout the entire education/training system in the FRG on the "qualifications" and its associated examinations and the Meister qualification is naturally held in particularly high esteem. However, with some 73 chambers of industry and commerce and 54 chambers of craft acting as custodians of standards through their Examinations Boards, throughout the 11 Länder, there appeared to be no established and effective mechanisms for ensuring the comparability of standards, between the various boards and thus no agreed national standard.

CAREER ROUTES

- 60 Meister status enjoys a unique position in society in the FRG and for the Handwerksmeister in particular, opens up a wide range of career opportunities. These have been discussed earlier (paragraphs 17, 38 and 39) but it might be useful here to add that Meister or Trainers in employment in the main economy may, with further pedagogical training, transfer to full-time teaching in vocational school - an option which guarantees Civil Service status and conditions of pay (see also paragraphs 76 and 77).

FURTHER PEDAGOGIC TRAINING

- 61 For those Meisters and others who have a major responsibility for training, some Handwerkskammern provide a variety of in-service training courses. Some offer a series of seminars, usually held on a Saturday morning, on such topics as:
- a. Group work - situations, conflict and solutions
 - b. Further training techniques
 - c. Problem areas in training

The seminars, mainly discussing/participative, deal mainly with issues arising out of training problems. Such issues under current debate include problems of foreign apprentices and females in craftwork. The Handwerkskammer and the local Innungen (Guilds) have a joint responsibility for providing short courses for Meister trainers on such topics as "assessment" and "examiners of journeymen".

- 62 In some Länder there is very close contact between the staff of the Handwerkskammer and the Innung. They discuss training issues and have controlling functions at all training levels. Some Länder (eg. Baden-Württemberg) have appointed full-time training advisers who act in an independent advisory capacity. These advisers have three main functions:

- a. to visit and approve new training firms
- b. to be called in by firms to solve training problems
- c. monitoring the standard of examinations at all levels.

All such advisers, like the advisers of the Chambers, hold appropriate qualifications (at least Meister) and have significant training experience.

COMMENTS AND OBSERVATIONS

- 63 Despite it being acknowledged that indeed not all Meister would eventually be involved in training, bearing in mind the traditional role of Meister as a teacher, members of the visiting group were surprised at:

- a. the relatively small amount of time within the total Meister training afforded to the pedagogical elements in the syllabus
- b. the apparent lack of training in counselling skills and social and life skills.

The latter is largely explained by the fact that although the FRG is totally committed to the education and training of its youth and that this education and training is strictly controlled (through provision of the Vocational Training Act 1969 which, incidentally, also requires the firm to *encourage the trainee to develop his personality*) the acquisition of skills and knowledge and the development of responsible attitudes to work and society are perceived as being inculcated most effectively through precept, admonition and example - an approach it was stressed, which is reinforced through the Dual System with its strong emphasis on in-company training (see also paragraphs 23-25 and 74).

- 64 Members of the visiting group were greatly impressed by the total commitment to high professional standards of competence and knowledge and the breadth and depth of treatment of subject matter within the Meister training courses. Courses could vary from 500 to 1600 hours over the part-time and full-time routes and throughout the 11 Länder. Such discrepancies must surely result in varying standards. It was generally agreed (and regretted) by our hosts that the part-time route was a less effective mode of training but such varying provision was deemed to be inevitable - concomitant with the requirement to provide Meister training in such a wide range of occupations, in different geographical locations, ie. urban and rural, and to a wide-ranging population of varying personal circumstances and commitment (age and family, and job commitments).

- 65 The issue of varying standards is also applicable (as indicated in paragraph 58 above) to the Meister Certificate itself as a result of the autonomy granted to the Chambers over the control of the Meister examinations. Whilst recognising that the

regulations issued by the Chambers for the majority of Handwerk and a few of the Industriemeister examinations, would provide some measure of standardisation, the apparent lack of consultation and cross-moderation between Examining Boards raises doubts regarding any *national* standards of competence and knowledge being achieved. This, however, simply does not appear to be an issue in the FRG where the general feeling is that the local control of examinations in accordance with regulations, by professionals with knowledge and expertise in the given area and who are responsible in law for standards set, provides sufficient safeguards.

- 66 What cannot be questioned, however, is the clearly defined national commitment to education and training and the acquisition of the appropriate qualifications relevant to that education and training reinforced by government legislation and supported by a strong social awareness of its importance.

IV THE RESPONSIBILITIES OF THE MEISTER

- 67 This report has concentrated so far on the overall social position of the Meister, their centrality to the legal control of training and their own training. We have not so far considered in detail their use, and their relationship to others in the training process. We need therefore to consider the situation in which they work as trainers of young people.

INDUSTRIAL TRAINING

- 68 We have already noted the distinctions between Industrie and Handwerk. In Industrie most firms do not train: they are small 'companies' or enterprises registered as trading in the areas outside the 125 Handwerk trades. With the exception of two areas of activity attached to Industrie (Retailing and Catering) most Industrie firms that train are large and provide very effective training. Large off-the-job training centres are normal for first year apprentices in Industrie. In these nearly all staff are either Meister or Graduates. There will be instruction in theory as well as systematic craft practice and the largest firms use teaching material and work-cards of very high quality. In the second and third years on-the-job training is again supervised by Meisters.

- 69 In Handwerk it is different. Off-the-job training is not normal. There has been large scale encouragement (and funds from the Bund) to allow small enterprises to set up Überbetriebliche Ausbildungsstätten (Off-the-job Group Training Centres) and these exist and are growing in numbers, yet 'sitting by Nellie' is still important and normal. In theory all training is supervised by a Meister, but in small enterprises the only Meister may be the owner and, for most of the week, busy elsewhere. In this way supervision of apprentices may be directly by the Gesellen and only indirectly by the Meister. Of course in on-the-job training in Industrie the situation may be similar.

TRAINING APTITUDE CERTIFICATE

- 70 The 'indirect' supervision referred to above is widely regarded as an abuse of the intent of the training regulations, although many claim the notion of permanent direct supervision of apprentices by Meister to be impractical. In 1972 a new status of person as holding a Training Aptitude Certificate was

introduced. This is in essence the pedagogical part of the Meister training (with the same entrance requirements) taken as a separate qualification. New developments in the regulations are trying to ensure that by 1984 all 'direct' supervisors of apprentices will hold at least this certificate. Some officials of Chambers are pessimistic of the possibility of success, some optimistic; others cynical and stating that some 'experienced' but 'unqualified' supervisors are being awarded the certificate on the basis of experience.

ORGANISING AND PLANNING TRAINING

- 71 In the organising and planning of training it is possible to identify three levels of activity. The highest level is that of policy decisions about the number of training places to be made available, the resources to be devoted to training and the like. These are clearly executive management functions and only in small craft firms where the Meister is owner and/or manager will a Meister be directly involved. In larger industrial firms his influence on such decisions would be very small and indirect, operating if at all through the training manager who himself may not exert a great deal of influence. At the second level, that of planning training programmes within company policy, the trainer will have more say although even here training design may be the function of a special unit or done professionally by outsiders, and the trainers (among whom will be Meister) may find themselves with little scope. Even at the third level, the design of individual lessons or learning experiences, the Meister as trainer in a large firm may not have much room for manoeuvre, and of course the Meister on the shop floor responsible for apprentices' work experience is unlikely to have any part at all to play in the design and planning of training. The Meister in the small craft firm is much more likely to participate at all levels of the organising and planning of training.

SUPERVISING TRAINING

- 72 What is true for the trainer in industry with regard to the planning function is equally true in respect of supervising training. The larger the firm the more probable a division of function and creation of a hierarchy. Supervision of training in large industrial concerns will almost certainly be vested in the training manager and he is less likely to be a Meister. In small craft firms, the combination of functions ensures that supervision of training rests firmly on the Meister as legal trainer.

ASSESSMENT AND EVALUATION OF TRAINING

- 73 Routine assessment of the work of trainees in the firm is clearly

part of the process of instruction in skills, procedures and, where applicable, theory and as such the task of the Meister in the craft firm and the trainer who may be a Meister in the large firm. Where the intermediate and final external exams set by the Chambers are concerned the trainers are also involved, however. The examining boards for these exams will include trainers and training managers who, in the case of the craft sector, will be Meister and in the case of industry will be Meister or hold other professional qualifications. This evaluation function is of crucial importance in the Dual System since these are the exams which grant the qualification of skilled workers in the designated occupations.

SOCIAL TRAINING IN INDUSTRY

- 74 It would seem that the development of social skills in the FRC is seen as being an automatic by-product of the in-firm training and is reinforced by example and by a culture which sets store by training and qualification as well as a training system which reflects this esteem. No account of this area of work, so common in UVP or YOP schemes in the UK, is made in the formal system. It is missing from any specific mention in the curricula and is usually missing in the colleges. The Deutscher Gewerkschaftsbund - DGB - (German Federation of Trade Unions) were concerned at the lack of adequate training of Meister, teachers and instructors in caring, guidance and social and life skills and were trying to rectify this omission, in part, by providing seminars and teaching material (particularly for school teachers) in these areas. Some attention is paid to these matters in the voluntary seminars held by the Innungen (see paragraph 61). It has also been reported in Number Three of this series of reports that some large firms in Industrie pay a good deal of attention to *working together* (see Volume 3, paragraph 56)¹⁵ and the full-time form of training is criticised on that basis. Daimler-Benz are also conducting a pilot scheme for all its apprentices in which their basic work and learning unit is a team of four. In this scheme the Meister involvement is reinforced with special seminars in developing group-work skills.
- 75 While physically handicapped people are provided for, social casualties do not tend to appear in the training firms and if they do it is likely to be after they have been rehabilitated by other agencies.

IN THE BERUFSSCHULE

- 76 All apprentices, whatever their age, have compulsory day-release to attend Berufsschule where they receive appropriate instruction in theory related to their trade and the training regulations. Most Berufsschulen also provide some craft practice. The teachers are divided into two broad classes: the graduate-qualified Theorie-Lehrer (Theory Teacher) and the Meister-

qualified Praxis-Lehrer (Practical Teacher). In the actual work of the schools the division may not be so neat. The Praxis-Lehrer are all recruited from the ranks of experienced Meisters. There is a recommended code-of-practice from the Kultusministerkonferenz to provide further training beyond Meister training but many Land and Berufsschule officials report difficulty in implementing this because the teachers once recruited are needed to teach, because of shortage of funds, because of the expanding system and so on.

- 77 There have been in the Federal Republic extensive experiments with a Berufsgrundbildungsjahr especially in the SPD Länder: a vocational foundation training year.¹⁶ This is intended to provide broad training, for one year, within a Berufsfeld (Vocational Field). It also provides an exemption from the normal first year of an apprenticeship. Partly for educational grounds and partly because of the difficulties of providing apprenticeships at a time of expanding age group this has also expanded, mainly in a college-based form. In this BGJ in the college-based form, the Meister again appears as a key figure in introducing the young person into the world of work, for the Theorie Lehrer will appear as relatively 'school-like' but the Meister or Praxis Lehrer in charge of practical work will appear as if from a more 'real' world.

CHARITABLE ORGANISATIONS

- 78 As in all countries in the Federal Republic some young people emerge from compulsory secondary school poorly qualified, ill-equipped or unprepared for training. Some of these may simply be deficient in the German language. The normal provision for these is a one-year pre-vocational course - usually called a Berufsvorbereitungsjahr - BVJ. Although some of these are provided in Berufsschule, and a handful in private Industrie, the bulk of the provision is in independent charitable organisations such as the Internationaler Bund für Sozialarbeit- IBS - (International Federation of Social Work) or the Christliches Jugenddorfwerk - CJD - (Christian Youth Village Movement). These young people must also receive a Berufsschule 'release' if they are under 18, although sometimes the centres negotiated for the Berufsschule teachers to come to their centres. In these BVJ provisions the role of the Meister as trainer is again crucial and they are selected with their sensitivity to the needs of young people in mind. The 'normal induction' is further modified because these centres also make extensive use of Sozialpädagogen (Social Pedagogists) as youth workers or counsellors.
- 79 The style of work of the Sozialpädagogen varies from institution to institution although they have all received a common full academic training in institutions of higher education. In some places it is difficult to distinguish the Sozialpädagogen from the trainees; they dress informally and seek to identify with the young people. Their role is to deal with social and personal problems and generally act as counsellors. Their role may extend to various forms of teaching social

studies or sports. In other places the role may be a little more formal. This discussion of their role is expanded in paragraphs 95 to 96. It would not be wrong to characterise the charitable institutions as charged with a moral purpose and concern for their trainees but that could imply that training firms and Berufsschule are not. All three locations of training are characterised by moral purpose, but the charitable centres are more sensitive to the fact that they are dealing with people on the edge of failure. Whenever the visiting party looked at training it was aware of the tone of purpose of incorporating young people into working life and not merely providing a technical skill. The role of Meister and all the social traditions it implies is crucial to this process. Sozialpädagogen scarcely exist in the Berufsschule or in training firms.

V BRITISH REQUIREMENTS AND THE EXPERIENCES OF THE
FEDERAL REPUBLIC

- 80 Sixty per cent (over 600,000) of the school leaving year group in the Federal Republic of Germany are still able to obtain an apprenticeship of one kind or another and only approximately 80,000 young persons (especiall foreign teenagers) are unable to obtain a training place each year. This position contrasts sharply with the position in Britain where this year only 60,000 of the school leaving cohort of young people managed to obtain apprenticeships. In the UK about 950,000 left school in 1982; in the FRG about 1,050,000 left school in 1982. In view of this difference in terms of employment opportunities (and systematic training opportunities) and attitudes to work and the many other differences between the culture of the UK and the FRG it would be tempting and perhaps realistic to conclude that the role of the Meister possesses few features which are readily transferable. We do not believe this is wholly true.
- 81 However, the commitment of the British Government to provide a comprehensive programme of quality training for young persons which will guarantee at least one-year-long training opportunities, including a substantial element of planned work-experience, will lead to the need for high quality and sensitive industrial supervision of young trainees. Consequently many of the features of the Meister system may be regarded as relevant and indeed worthy of consideration if one of the fundamental aims of the Youth Training Scheme (*the need for the country to make urgent and radical changes to its training arrangements if industry, commerce and the work-force are to be adequately equipped to face the future*) is to be achieved.
- 82 While the government of the UK and many other organisations are rightly primarily interested in the future economic performance of the country with particular emphasis on the labour-market, any new initiatives must be concerned with the self-development of young people, the stabilisation of their personality and the ability to make decisions for themselves. The Meister are committed people concerned mainly with their specialist craft but also aware of their responsibility to train the new generation. The development of character among trainees is regarded as important but secondary in importance to skill training.
- 83 The number and proportion of young people unemployed in the UK is very high. The MSC has reported, that in March 1982, 553,000 young people were unemployed. In a culture which values work, and a culture where most adults are employed, many of these young people come to regard themselves as failures.

Yet a decade ago most young people, with similar qualifications and experience to these unemployed, found work and cannot therefore be labelled easily as 'unemployable'. Above all else there is a need to establish self-credibility by overcoming doubts and uncertainties and building on strengths. This process could be considerably assisted by the adoption of some of the features of the 'Meister system' which will become increasingly appealing as employers, unions, parents and colleges face up to the challenge of planned work-experience within YTS one-year programmes.

84 In the course of their visit to the Federal Republic, members of the visiting party became increasingly aware that their experience of vocational education in the FRG though relevant, was not easily and straightforwardly transferable to the UK from the FRG. In particular, differences between the two societies affecting vocational education occur in:

- a. social structure and social attitudes
- b. industrial structure and practice, and
- c. the objectives of the systems of the vocational education and training.

85 As a result, the party formed a view of the requirements of the British system which was developed in the light of:

- a. those elements of the system of FRG considered pertinent and capable of transfer to the British system, and
- b. current debates and developments in the British vocational education system; such as:
 - i. the Youth Training Scheme, and
 - ii. the various managerial, teaching and pastoral functions that must be covered and fulfilled if a high quality vocational education and training system is to be provided in the United Kingdom (see also paragraph 74).

86 The party was impressed with the Meister role and function in the FRG, but became aware however that the strength of the Meister role arose out of:

- a. the consensus that apprenticeship training was the most appropriate method of dealing with vocational preparation and youth unemployment,
- b. the key co-ordinating position occupied by the Meister at the intersection of the industrial, commercial and vocational preparation system, and
- c. the wider buttressing of the Meister position by an integrated, clearly defined social hierarchy and status system in which the opportunity and possibility of attainment is (theoretically) within the grasp of the majority of the population.

- 87 It is clear that in Great Britain the situation is quite different. Here, apprenticeships are not seen as the answer to the problems of vocational preparation and youth unemployment. Instead, the model that is becoming increasingly accepted is one similar to that found in the Berufsgrundbildungsjahr, where generic or transferable skills and experiences are seen to be more appropriate.
- 88 Though there are individuals who may perform many of the functions the Meister performs, the development of the British system is such that there is no one defined social position and role comparable to the Meister. In particular, the problems that will arise in the British system over the linking and co-ordination of the on-the-job training and experience with off-the-job training and further education suggests that the linkages, co-ordinations and fulfilment of functions require a teamwork approach to vocational preparation. This would ensure that all the functions would be fulfilled.
- 89 The apprentice-and-Meister system, because of its well-defined and socially accepted relationship, has not developed a separate pastoral care system within the relationship. The visiting party considered, however, that the British context would require such a pastoral care system. We were pleased therefore to see Sozialpädagogen in operation in the voluntary agencies providing vocational preparation outside the apprenticeship system, and felt that a similar supervisory role would be appropriate to the developing British system. Some analysis of the various functions that will have to be covered in the British system is therefore appropriate.

THE CATEGORIZATION OF NECESSARY FUNCTIONS

- 90 There is developing a body of knowledge and expertise¹⁷, particularly in relation to the role of the industrial tutor within UVP schemes, that is helpful in analysing the range of activities that must be fulfilled if we wish to provide a system of quality vocational preparation and training. Three categories of function can be outlined, all of which the Meister performs to varying degrees. These categories are:
- a. management functions,
 - b. teaching functions, and
 - c. pastoral care functions.

The pastoral care functions were more overtly carried out by the Sozialpädagogen (Educational Social-Workers) in the charitable providing agencies, such as the Internationaler Bund für Sozialarbeit or the Christliches Jugenddorfwerk.

- 91 Within management functions it is possible to distinguish:
- a. the organisation of the context of practical experiences for trainees (workshops etc.)
 - b. the monitoring of practical experiences, and progress within such experiences

- c. the integration or co-ordination of relevant theory with practice
- d. liaison between interested parties (eg. theory and practice teachers so as to ensure c. above), and
- e. mediation between conflicting needs that may arise, such as those of the student and those of the workplace.

These functions need to be performed whatever the system of vocational preparation, *preferably by someone designated as responsible for them*. Ideally, it would appear that someone familiar with both the theoretical and practical aspects of the relevant industrial process or system should perform this set of functions.

92 Of the teaching functions we can isolate:

- a. the planning and organisation of the programme of learning experiences undertaken by the trainees
- b. the teaching of particular workskills and processes
- c. the provision of wider industrial and occupational orientations, and
- d. the provision of acceptable codes of practice and performance.

These functions follow on from the managerial functions. Their main concern is with the teaching, learning and assessment processes within both classrooms and workshops. In addition, there is a less well-defined teaching function concerning the induction of trainees into work disciplines, attitudes and behaviour and the position of work and the trainee within the wider society. In current practice, these functions are performed to varying degrees by:

- a. workshop teachers
- b. theory teachers
- c. general studies teachers, and
- d. social and life skills teachers.

93 It is clear that tension occurs between these different functions, and that the functions themselves are open to varying interpretations according to, for instance, the position taken on the shape, size and nature of the future occupational-structure of society. The tendency is for practice to be based on past experiences and developments, and the less-well defined broad preparation for work and life to be based upon speculative views of future developments of scenarios. Such divergence emphasizes the need either for:

- a. the performance of these functions by one teacher, or
- b. the development of a consensus among contributing staff, who;
- c. liaise very closely, and work as a team.

We believe it is unrealistic to expect one teacher to perform all these functions, and therefore suggest that points b. and c. be endorsed, and the implications of such a decision followed through logically into teacher and trainer education and preparation.

- 94 The above two sets of functions (managerial and teaching) have centred upon the provision and organisation of training experiences for the trainees. There is a third, more diffuse, but in our opinion, important set of functions we must respond to. These are functions associated with the social and personal development of the trainees. Within these functions we can distinguish:

- a. a counselling role, that can be carried both formally or informally and ad-hoc,
- b. education and career guidance,
- c. the role of personal mentor,
- d. an example role model function, and
- e. a friendship role.

This set of functions is becoming increasingly important, and cannot, we believe, be met by the more traditional tutor role. Neither can these functions necessarily be easily combined for traditional teacher functions, for their successful completion requires a commitment, role performance and type of interaction that goes well beyond traditional conceptions of the teacher's role.

- 95 It is for this reason that the visiting party were pleased to meet, and talk with, Sozialpädagogen. Though marginal to the German vocational system, with its emphasis on the Meister, the Sozialpädagogen were employed by institutions specifically catering for the unemployed and other groups, such as young Turkish workers, who were having to come to terms with their situation and themselves. To help this process of social and personal adjustment, the Sozialpädagogen who were teachers trained in social work techniques, were given a roving brief in order that they could meet, and interact with, the young trainees in non-teaching, non-formal situations. These situations included sports activities, leisure periods and residential courses. In addition, many of the Sozialpädagogen taught civics, which was similar in their case to Social and Life Skills in the UK.
- 96 The Sozialpädagogen in their pastoral care role were able to, and expected to, liaise with outside agencies as appropriate (the Ministry of Labour, Immigration etc.). We would expect this role to continue within the British system as many of the students entering the vocational preparation system will require such aid and guidance as to sources of appropriate aid.
- 97 Each job specification in the British system, whether it concerns predominantly any single function, or combination of functions, will contain both generic and specific skills, information and knowledge. That is, any system concerned with

the training of trainers must provide:

- a. some background knowledge of societal trends and developments that have served to create the need for a comprehensive system of vocational preparation,
- b. some knowledge of all the functions that are required to be fulfilled by such a system, and of the job specifications of individuals undertaking such tasks,
- c. the development of process skills that will enable the trainers and educators to work within, and contribute to, a teamwork approach, and
- d. the knowledge, skills, aptitudes and orientations necessary for the person to successfully carry out their specific functions as laid out in the job descriptions.

In our view, this will require different types and levels of courses and certificates.

- 98 To ensure such a comprehensive approach, we believe it is necessary to assess the contributions to training made by industry-employed personnel and firms. A register of satisfactory firms or training bases should be compiled on a regional or local basis under the supervision of a consultative committee, representative of interested bodies (industry, trade unions, education, community organisations).

VI RECOMMENDATIONS

99 In the previous section of this report various structural and cultural differences between the two countries have been considered. Some of these differences may be described as deriving from different attitudes, other differences derive from structural features within FRG that are quite simply hard to recreate in the UK. The visiting party would like to urge a change of attitudes generally in the UK so that systematic and thorough vocational education and training becomes, in the UK, more highly valued than it is now. It is clearly more difficult to try to transfer to the UK the tradition of strong and active Chambers of Industry and Commerce, of participative Trade Unions, and the traditional high training and high status of the craftsmen and master craftsmen. *Nevertheless in the light of their experiences in the Federal Republic of Germany, the visiting party suggests that active consideration should be given by the appropriate authorities in the United Kingdom to the following administrative or legislative developments, drawing on experience from the Federal Republic where this is relevant:*

- a. The Youth Training Scheme should be concerned with the production of quality industrial-training of young people having three main elements:
 - i. on-the-job training
 - ii. off-the-job training
 - iii. appropriate further education.
- b. In order to guarantee quality training any firm, organisation or training base should have to apply for approval as training agencies, and a register should be compiled at a regional or local level of such approved agencies.
- c. To qualify as an approved agency, the establishment must be able to supply or contribute to a team of trainers who will adequately cover the essential functions of any scheme, namely:
 - i. management functions
 - ii. teaching functions
 - iii. counselling functions
- d. The job descriptions of personnel who will fulfil the three functions should be drawn up in the light of the roles performed by the Meister and the Sozialpädagogen in the German vocational preparation system.

- e. The creation of such a training team requires the development of:
 - i. appropriate selection procedures,
 - ii. appropriate training programmes and in-service provision for such personnel, and
 - iii. definitive job descriptions.
- f. All trainers will be required to attain national standards of competence embodied in nationally recognised qualifications.
- g. The qualifications will require to be appropriate to the level and nature of the training, and should be obtainable by a variety of modes of attendance.
- h. All such qualifications must include:
 - i. generic skills and knowledge relating to the operation of the quality training programme, and
 - ii. skills and knowledge pertinent to the performance of specific job functions.
- i. A substantial sum of money must be assigned specifically to the training and education of trainers to express recognition of the national and central importance of such training and education. The income of those entering training programmes should be safeguarded by government grants or other means.
- j. In order to ensure effective monitoring and evaluation of provision consultative arrangements involving representatives of industry, trade unions, education and the community should be established at local and national level. Amongst other things, they should be concerned with approving the procedures for the selection and training of trainers.
- k. In order to make long-term provision for the enhancement of training a modular element covering:
 - i. aims and purposes of YTS
 - ii. problems of adolescence
 - iii. a pedagogic elementshould be included in the curriculum of advanced technician, craft, commercial and middle management courses.

APPENDIX A : THE DUAL SYSTEM

- A1 The Federal Republic of Germany comprises the 11 Länder (States) and under the basic constitutional law of 1949 they are responsible for all educational matters. At that stage of the establishment of the Federal Republic there was a distrust of strong central government and a determination to establish the Länder as autonomous in these matters. Some co-ordination is nevertheless needed since for example the Basic Law guarantees the freedom of movement, the freedom to choose one's place of work, and one's place of education. Therefore the Länder must co-operate to ensure that the structures, institutions, curricula and leaving certificates are broadly comparable.
- A2 The chief organ for co-ordination has been the Ständige Konferenz der Kultusminister der Länder in der Bundesrepublik Deutschland (Standing Conference of the Education Ministers of the Länder of the Federal Republic of Germany) usually known as the Kultusministerkonferenz or the KMK. This was established shortly before the Federal Republic and has made several hundred agreements, being particularly active in the period 1954 to 1964 when much standardisation was achieved. Success here is in part due to the fact that within each Land a tight central control exists.
- A3 This has in effect standardised the first (or compulsory) stage of secondary education into three main types of school in which the first two years are an orientation stage with syllabuses common to all types of school so children can be easily transferred if their original placement proves unsuitable. Selective schooling is still the norm.
- a. Hauptschule (Secondary Modern or Main School) attended by half the age group, and offering classes up to Grade 9 (15 years).
 - b. Realschule (Technical Grammar) attended by a quarter of the age group, and offering classes up to Grade 10 (16 years). Students can then take the Mittlere Reife (intermediate certificate) which is an entry qualification to full-time FE (Fachoberschule). Alternatively, students may leave full-time schooling and take up employment, usually with on-the-job training, and with compulsory day-release.
 - c. Gymnasium (Grammar School) attended by a quarter of the age group, and offering full-time academic courses up to Grade 13 (19 years), preparing students for entry to higher education.

The exact proportion of entry to each type of school varies from Land to Land.

A4 Through the KMK an agreement has been reached that all Länder shall experiment with the Gesamtschule (Comprehensive School). Full integration is difficult because the leaving certificate for the traditional three types still dominates the employers' minds. Some Länder are more enthusiastic about this provision than others.

A5 At the end of compulsory schooling about 60% of the young people leave and take up a vocational training contract. The traditional (and basic) system of vocational education and training in the Federal Republic of Germany is known as The Dual System. Under this system a young person on a training contract or apprenticeship receives appropriate vocational training in the firm with which the contract is made and also, by Law, has to attend a vocational school for one day a week where an appropriate vocational education is provided. This system is in essence well-established and is generally highly regarded. Maintaining co-ordination in the system is not easy.

A6 Currently the detailed arrangements and legal authority of the Vocational Training half of the Dual System derive from two main Federal Acts:

- a. Berufsbildungsgesetz - 1969 (Vocational Education Act)
- b. Ausbildungsplatzförderungsgesetz - 1976
(Training Place Promotion Act)
 - this act has now been declared unconstitutional by the Constitutional Court, but much work has been done within it which is unlikely to be affected by the decision. The 1982 Consolidation Act has restored the legal position.

The object of initial training is defined in the 1969 Act as follows:

"to provide through a systematic training programme a broadly conceived basic preparation for an occupation and the necessary technical abilities and knowledge to engage in a skilled form of occupational activity. Initial training shall also enable a trainee to acquire the necessary occupational experience."

A7 Under the Berufsbildungsgesetz (see A6a) the basic position is as follows:

- a. All training contracts must be registered as being for one of the 460 or so occupations defined and established by the Bund.
- b. The training contract must be registered with the Chamber with which the employer is registered (all businesses must be so registered) and supervised by that Chamber which will conduct the terminal examination and test for the award of skilled status.

- c. The training and testing will be within and to standards established in the Ausbildungsordnungen (Training Regulations) issued by the Bund.
 - d. All workers on training contracts are guaranteed day release for the length of the contract (under Länder law derived from KMK agreements all workers under 18 - with or without training contracts - are required to attend Berufsschule on day-release).
- A8 By long tradition the Ausbildungsordnungen are issued by the Bundesministerium für Wirtschaft - BMW - (Federal Ministry for Economic Affairs but in practice since the establishment of a Bundesministerium für Bildung und Wissenschaft - BMBW - (Federal Ministry of Education and Science) in 1969, the detailing of these is supervised mainly by the BMBW. In practice the bulk of the work is carried out by the Bundesinstitut für Berufsbildung - BIBB - (Federal Institute for Vocational Training), a large research and development institute largely responsible to and established by BMBW but having a measure of independence. BIBB also conduct basic research, statistical monitoring and develops teaching and training materials and equipment.
- A9 The Länder co-operate to provide appropriate vocational education and through the KMK issue Rahmenlehrpläne, appropriate syllabuses in outline form thus providing a comparability of education between Länder. Most Länder have a process of further detailing this syllabus and providing advice and teaching materials to the Berufsschule. In more recent years KMK and the Bund have agreed a process for the co-ordination of a simultaneous revision of the Ausbildungsordnungen and Rahmenlehrpläne (this is described in Item 1 of the bibliography contained in Appendix H). This further improves the process of co-ordination.
- A10 While it is always difficult to establish precise comparability between standards in different trades or subjects, it is still clear that many Ausbildungsordnungen (and Rahmenlehrpläne) are not of comparable levels of difficulty or achievement when compared to *'skilled trades'* in the United Kingdom - UK. Most require a three year period of apprenticeship, some two and a half, some four. Some regulations in the older minority trades were last revised forty years ago but the *'big forty'* that encompass 80% of all apprentices are recent. In all the system provides a powerful and systematic training.
- A11 Industry and the KMK have agreed to experiment with a new Berufsgrundbildungsjahr (Vocational Education Foundation Year). This is to provide a first year apprenticeship (or equivalent) in which the education received is broadbased and related to one of thirteen Berufsfelder (Vocational Fields) rather than one of the 460 defined trades. The student objectives are that they will be able to:
- a. identify, understand and evaluate the general relationships between work, the economy and society and his own position in working life and society;

- b. make a more informed decision on career choice;
- c. be occupationally mobile;
- d. be equipped to meet the specific demands of vocational training.

The experiment exists in co-operative form with industry releasing students to general education, and in full-time form in Berufsschule.

A12 The aggregate provision for young people then can be expressed as follows:

- 14% in full-time general education aiming for higher education
- 14% in full-time vocational courses aiming for job entry at technician level, or late apprenticeship
- 65% encompassed in the Dual System
- 3% employed as (unskilled) young workers
- 4% unemployed with access to a variety of extensive one-year provisions

A13 The above implies a high level of general society commitment to and respect for training. The monetary and social status of the skilled worker in FRG is high, and this is often seen within FRG as well as the UK as a key to the success of the West German economy. It should be added that the further status of Meister (Master Craftsman) may also be regarded as crucial to the status of skilled worker. This higher status is achieved by further study after experience as a craftsman, and grants are available from the Bundesanstalt für Arbeit - BFA - (Federal Labour Office) to support these studies. In law one must be a Meister to register and practise certain trades, to be an employer, to take on or supervise apprentices. Many large firms also make this a normal qualification for supervision in work places. Furthermore skilled status gives access to further training for the qualifications of Techniker (Technician).

A14 The trade unions - TU - play a large part in the system. They are well informed, well staffed and have clear and coherent policies. The political system of the Federal Republic recognises '*the social partners*' of employers, employees and the state as having a corporate responsibility for the affairs of society. This is expressed at all levels. The board of management of the Bundesanstalt für Arbeit, for example, is composed of equal representation; local committees for the BFA are so composed; BIBB includes TU representation on its board of management; the Chambers of Industry have TU membership on the committees that oversee apprenticeship training and testing; TU membership on Länder committees; and so on. Pride in skill is maintained in a corporate way which maintains status differentials.

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A15 In total the range of cultural, social, economic and political support for recognised skill and training in FRG is massive. It would be difficult to transfer to the UK.

APPENDIX B

EXTRACTS FROM THE REGULATIONS RELATING TO THE FINAL EXAMINATION FOR RECOGNITION AS AN INDUSTRIEMEISTER IN THE METAL INDUSTRIES

Date : 12th December 1977

SECTION 2 : ACCEPTANCE REQUIREMENTS

- (1) The following persons may be accepted for examination as master craftsmen in industry:
1. Those who have taken and passed a final examination in a recognised field of training which can be regarded as falling within the subject area "metalwork" and who can supply evidence of either a subsequent minimum of three years' appropriate practical experience or
 2. A minimum of eight years' practical experience.
- (2) As an alternative to paragraph 1 above, persons who can satisfactorily show, either by the submission of documentary evidence or in some other way, that they have acquired the knowledge, skills and experience justifying admission can also be accepted for examination as master craftsmen in industry.

SECTION 3 : STRUCTURE AND CONTENT OF THE EXAMINATION

- (1) The examination for master craftsmen in industry is divided into:
1. a general multi-subject part,
 2. a special subject part,
 3. a vocational and work pedagogy part.
- (2) The examination as per paragraph 1 above will be a written and oral one, carried out without prejudice to paragraph 7; in addition, in the case of the vocational and work pedagogy part, which consists of practical work, the examination will take the form of practical exercises in accordance with sections 4 to 6. If the written examination is carried out in programmed form, its duration may be shortened.
- (3) The individual parts of the examination may be tested in any desired sequence at various times, but a start must be made on the last part of the examination, at the latest, two years after the first day on which the first part of the examination was held.

SECTION 4 : GENERAL MULTI-SUBJECT PART

(1) The following subjects will be examined in this part:

1. basic principles of cost considerations in business dealings,
2. basic principles of legal considerations in business dealings,
3. basic principles of co-operation on the shop-floor.

(2) In the examination section entitled "Basic Principles of Cost Considerations in Business Dealings" the candidate will be required to show that he possesses a basic knowledge of economics and that he can recognise and assess economic considerations. In addition, he must be able to prove, in particular, that he can assess organisational problems on the shop-floor, together with their relevance as cost factors, and that he can apply the necessary organisational techniques which he has learnt from practical examples. The following aspects may be examined in this field:

1. In economics:
 - a. production forms,
 - b. economic systems,
 - c. national and international forms of enterprises and organisations and their amalgamations,
 - d. national and international economic organisations and associations.
2. In management studies:
 - a. business organisation:
 - aa. structural organisation
 - bb. work planning,
 - cc. deployment of labour,
 - dd. control of labour.
 - b. organisation and information techniques,
 - c. cost accounting.

(3) In the examination section entitled "Basic Principles of Legal Considerations in Business Dealings" the candidate will be required to show evidence of a knowledge of basic principles of law. He must demonstrate, in particular, that, in cases relating to business and based on actual practice, he can recognise and assess the relevance of legal regulations to his sphere of activity. The following aspects may be examined in this field:

1. In the Basic Law:
 - a. basic rights,
 - b. legislation,
 - c. administration of justice.

2. In industrial and social law:
 - a. the law on employment contracts,
 - b. legislation for the protection of labour,
 - c. legislation for the protection of the environment,
 - d. works councils legislation; co-determination rights;
 - e. wage agreement legislation,
 - f. social insurance legislation.

- (4) In the examination section entitled "Basic Principles of Co-operation on the Shop-Floor" the candidate will be required to show that he possesses a basic knowledge of sociology and that he can recognise and assess sociological influences on the shop-floor. The following aspects may be examined in this field:
 1. Basic principles of human social behaviour:
 - a. development process of the individual,
 - b. group behaviour.
 2. Shop-floor influences on social behaviour:
 - a. organisation of work and social measures,
 - b. work-place and arrangement of premises,
 - c. basic principles of leadership.
 3. Influence of the master craftsman on co-operation on the shop floor:
 - a. the role of the master craftsman,
 - b. co-operation and communication,
 - c. leadership techniques and behaviour.

- (5) The examination in the subjects listed in paragraph 1, Nos. 1 to 3 is a written one and, in the case of the subject referred to in paragraph 1, No. 3, oral as well.

- (6) The written examination should not exceed six hours, and will consist of one paper per subject to be completed under supervision. Minimum times per subject are:
 1. Basic principles of cost considerations in business dealings - 2 hours,
 2. Basic principles of legal considerations in business dealings - 1 hour,
 3. Basic principles of co-operation on the shop floor - 1½ hours.

- (7) In the case of the oral examination in the subject referred to in paragraph 1, No. 3, the candidate is required to show that he is in a position to recognise certain situations which are typical of the trade, to identify their causes and to make appropriate proposals for solving the problems. The exercise will be based on a given practical, shop-floor situation. The examination will not exceed 30 minutes per candidate.

- (8) The written examination in the subject listed in paragraph 1, Nos. 1 and 2 can be supplemented, either at the candidate's request or at the discretion of the examination panel, by an oral test if such a test is vital for the passing of the examination or for a clear assessment of the candidate's performance. This supplementary test will not exceed 10 minutes per subject and candidate. Sentences 1 and 2 of paragraph 7 apply accordingly.

APPENDIX C

EXTRACTS FROM THE TRAINING REGULATIONS FOR MEISTER : THE PEDAGOGIC ELEMENTS

Date : 12th December 1977

VOCATIONAL AND WORK PEDAGOGY PART

- (1) The following subjects will be tested in this part:
 1. basic issues relating to vocational training;
 2. planning and implementation of training;
 3. young people undergoing training;
 4. legal basis of vocational training.
- (2) In the section entitled "legal basis of vocational training" the following topics may be examined:
 1. aims and tasks of vocational training as part of the educational system; individual and social entitlement to equality of opportunity, mobility and promotion; individual and social significance of the workforce and productivity; interconnections between vocational training and the labour market;
 2. firms, organisations covering groups of firms and vocational schools as training centres within the vocational training system;
 3. duties, status and responsibility of trainees and instructors.
- (3) In the section entitled "planning and implementation of training" the following topics may be examined:
 1. curricular content of training; survey of vocation for which training is being given; outline training programme; examination requirements;
 2. didactic preparation of training material:
 - a. determination of learning aims; organisation of training;
 - b. arrangement of sections of training carried out on courses and on productive work; selection of training centres in firms and in organisations covering groups of firms; compilation of training programmes in firms;
 3. co-operation with trade schools, careers advisors and training advisors;

4. teaching procedures and learning processes in training:
 - a. teaching methods, particularly instruction and practice at the place of work; teaching discussions; demonstration of training processes;
 - b. training material;
 - c. learning and guidance aids;
 - d. assessment and evaluation.
- (4) In the section entitled "young people undergoing training" the following topics may be examined:
 1. necessity for, and importance of vocational training for young people;
 2. performance profiles, abilities and aptitudes;
 3. typical development manifestations and behavioural tendencies in adolescence; motivation and reaction; group-psychological behavioural patterns;
 4. environmental influences both at work and outside; social and political behaviour of young people;
 5. reaction to particular problems in the education of young people;
 6. health welfare of young people, including preventive measures against occupational diseases; attention to performance graph; prevention of accidents.
- (5) In the section entitled "legal basis of vocational training" the following topics may be examined:
 1. the main provisos of the Basic Law, the relevant regional constitution and the law relating to vocational training;
 2. the main provisos of industrial and social law, legislation relating to the protection of labour and the protection of young people, in particular the laws on employment contracts, the constitution of enterprises, collective wage agreements, the encouragement of employment and training, the protection of youth labour and the prevention of accidents;
 3. the statutory relationships between instructors, trainers and trainees.
- (6) The examination will be both written and oral.
- (7) The written examination will normally last for a total of five hours and will consist of one paper taken under supervision on each of the sections 3 to 5 above. The oral examination will cover the subjects listed in sections 2 to 5 and will normally last half an hour per candidate. In addition, each candidate will be required to give a practical lesson to trainees.

PASSING OF THE EXAMINATION

- (1) The three parts of the examination will be evaluated separately. A grading will be awarded for each part of the examination, consisting of the arithmetical mean of the marks given for achievement in the individual sections. The marks awarded in the written and oral parts of a section will be combined to produce one mark, the mark awarded in the oral part carrying double weighting as specified in section 4, paragraph 7. The mark awarded for the practical lesson in the vocational and work pedagogy part will be added as a separate mark to the marks awarded in each case for the individual sections, and the arithmetical mean calculated.
- (2) The examination is passed if the candidate's performance in each of the three sections is, at least, adequate; this may include an unsatisfactory grading in, at the most, one section per part of the examination.
- (3) A certificate that the examination has been passed will be issued as shown in Appendix 1. At the candidate's request a certificate as per Appendix 2 will be issued showing the gradings obtained in each section of the examination and for the practical lesson. In the event of exemption under section 7 the place and date of the examination which was taken elsewhere should be given, together with the name of the examining body

APPENDIX D : NOTES AND REFERENCES

- 1 For the distinctions between the Chambers, see also paragraphs 14-15.
- 2 These are equivalent terms, see also paragraph 17.
- 3 See Appendix A, paragraph A1-A3.
- 4 For details of the types of school, see Appendix A, paragraph A3.
- 5 In most trades there is a growing number of women with Meister status. Lack of detailed statistics on sex differences makes our estimate problematic, but is based on comparing current Meister awards, with those of Facharbeiter fifteen years ago. This passage is written on the assumption that Meister status is not yet seen as a dominant goal for women.
- 6 There is of course a growing number of women in the FRG that hold a Meister status. Federal policy is currently to encourage women into traditionally male trades, and to encourage all skilled workers to achieve Meister status. These policies exist because women are traditionally (and still not-yet) as fully integrated into work (seen as part of the 'productive economy').
- 7 The term Schule is often used for institutions that in England would be called 'colleges'. The term student is by convention reserved for university students and all others are Schüler (ie. pupils).
- 8 See Brown & Flower, Item 10 in the Bibliography in Appendix H.
- 9 Quoted in Item 21 in the Bibliography in Appendix H, page 35.
- 10 See Taylor, Item 19 in the Bibliography in Appendix H.
- 11 The registration systems of Industrie and Handwerk has created a fairly formalised system of political lobbying. In this context Industriemeans firms registered with the Industrie- und Handelskammer (and usually the big firms). Handwerk means the firms registered with the Handwerkskammer (and small firms). See also Item 22 in the Bibliography contained in Appendix H.
- 12 See also Item 22 in the Bibliography contained in Appendix H.

- 13 This passage is based on the work of Etzioni. See in particular Item 13 in the Bibliography in Appendix H.
- 14 Skilled workers who have undertaken at least four years of military service still receive a mandatory grant for full-time Meister training to facilitate their re-entry to the economy.
- 15 See also Volume Three of this series of reports. Details on inside back cover.
- 16 See also Volume Three of this series of reports. Details on inside back cover.
- 17 See Brown & Flower, Item 10 in the Bibliography in Appendix H.

APPENDIX E : GLOSSARY OF TERMS AND ABBREVIATIONS

- ARBEITSLEHRE : Learning about the world of work
- AUSBILDUNGSORDNUNGEN : Training Regulations (issued by the Federal Authorities)
- AUSBILDUNGSPLATZFÖRDERUNGSGESETZ : Training Place Promotion Act
- BADEN-WÜRTTEMBERG) : A Land of the Federal Republic
- BAYERN (BAVARIA)) : A Land of the Federal Republic
- BERUFSBILDUNGSGESETZ : Vocational Training Act
- BERUFSFACHSCHULE : Full-Time Vocational School (usually providing two year courses for 15-19 year olds)
- BERUFSFELDER : Vocational 'fields', groups of trades
- BERUFSGRUNDBILDUNGSJAHR : Basic Vocational Education Year
- BERUFSSCHULE : Vocational College (part-time)
- BERUFSVORBEREITUNGSJAHR : Preparatory Vocational Training Year
- BUND : Federal Authorities, Central Government
- BUNDESANSTALT FÜR ARBEIT : Federal Labour Office
- BUNDESINSTITUT FÜR BERUFSBILDUNG : Federal Institute for Vocational Education
- BUNDESMINISTERIUM FÜR BILDUNG UND WISSENSCHAFT : Federal Ministry of Education and Science
- BUNDESMINISTERIUM FÜR WIRTSCHAFT : Federal Ministry of Economic Affairs
- BUNDESVERBAND DER DEUTSCHEN INDUSTRIE : Federation of German Industry
- CHRISTLICHES JUGENDDORFWERK : Christian Youth Village Movement
- DEUTSCHER GEWERKSCHAFTSBUND : German Federation of Trade Unions

FACHARBEITER : Skilled Worker - Specialist Worker
 FACHOBERSCHULE : Vocational College (full-time)
 GASTARBEITER : Immigrant Worker, Foreign Worker
 GESETZ : Act (of Parliament)
 GESELLE : Skilled Worker - Journeyman
 GESAMTSCHULE : Comprehensive School
 GEWERBEFÖRDERUNGSANSTALT : Trades Development Institute
 (of the Handwerkskammer of Düsseldorf)
 GRUNDGESETZ : Basic Law - Constitution
 GYMNASIUM : Grammar School
 HANDWERKSKAMMER : Chamber of Crafts
 HANDWERKSMEISTER : Master Craftsman
 HAUPTSCHULE : Main School, Secondary Modern
 INDUSTRIEMEISTER : Industry Master
 INDUSTRIE- UND HANDELSKAMMER : Chamber of Industry and
 Commerce
 INNUNG (EN) : Guilds
 INTERNATIONALER BUND FÜR SOZIALARBEIT : International
 Federation of Social Work
 KAMMER : Chamber
 KOOPERATIVE FORM : Co-operative Form of the BGJ
 KULTUSMINISTERKONFERENZ : Standing Conference of the Education
 Ministers of the Länder
 KULTUSMINISTERIUM : Ministry of Education (of a Land)
 KURATORIUM DER DEUTSCHEN WIRTSCHAFT FÜR BERUFSBILDUNG :
 Kuratorium of German Industry for Vocational Education
 (an Employers Organisation)
 LAND, LÄNDER : Component State(s) of the Federal Republic
 MEISTER : Master (Craftsman)
 MITTELSTANDPOLITIK : Middle-Class Politics
 PRAXIS-LEHRER : Practical Teacher
 RAHMENLEHRPLÄNE : Outline Curricula

REALSCHULE : Technical School
 SCHULISCHE FORM : College-Based Form of the BGJ
 SONDERSCHULE : Special School
 STÄNDIGE KONFERENZ DER KULTUSMINISTER DER LÄNDER : Standing
 Conference of Education Ministers of the Länder
 STUNDEN : Teaching Session (50 minutes)
 TECHNIKER : Technician(s)
 THEORIE LEHRER : Theory Teacher
 ÜBERBETRIEBLICHE AUSBILDUNGSSTATTEN : Off-the-job Group
 Training Centre
 WIRTSCHAFTSWUNDER : Economic Miracle

BFA	Bundesanstalt für Arbeit	FRG
BGJ	Berufsgrundbildungsjahr	FRG
BIBB	Bundesinstitut für Berufsbildung	FRG
BMW	Bundesministerium für Bildung und Wissenschaft	FRG
BJV	Berufsvorbereitungsjahr	FRG
C&GLI	City & Guilds of London Institute	UK
CJD	Christliches Jugenddorf	FRG
DGB	Deutscher Gewerkschaftsbund	FRG
EC	European Community (ie. countries signatory to the Treaty of Rome)	UK
FEU	Further Education Curriculum Review and Development Unit	UK
FRG	Federal Republic of Germany	UK
KMK	Kultusministerkonferenz	FRG
IBS	Internationaler Bund für Sozialarbeit	FRG
LEA	Local Education Authority	UK

MSC	Manpower Services Commission	UK
NTI	New Training Initiative	UK
RAC	Regional Advisory Council	UK
REB	Regional Examining Body	UK
SLS	Social and Life Skills	UK
SPD	Sozialdemokratische Partei Deutschlands	FRG/UK
TU	Trade Union	UK
UK	United Kingdom	UK
UVP	Unified Vocational Preparation - an experimental course sponsored by MSC	
WEEP	Work Experience on Employers Premises - a type of YOP	UK
YOP	Youth Opportunities Programme - a general term for a variety of special measures taken by MSC to provide for the young unemployed	UK
YTS	Youth Training Scheme - proposed comprehensive scheme due to start in September 1983 in the UK for all 16 year old school leavers	UK

APPENDIX F : NAMES OF PARTY, PROCESS OF WRITING

The list of people on the visiting party was drawn up by the Further Education Staff College after seeking nominations and was approved by the Department of Education and Science. The names of the visiting party are given below. Before leaving the United Kingdom - UK - for the Federal Republic of Germany - FRG - the party was supplied with briefing material in English and German and met for further briefing. During the visit the group met several times and determined an outline structure to the report, a division of labour in drafting the main sections and the main orientation of the report. On return to the UK the party met at the Further Education Staff College (Coombe Lodge) and jointly worked on the written material. It has been since edited into this form by Fred Flower and Russ Russell and put back to the party for confirmation.

The group benefitted from having access to the reports of the first three visiting parties in this programme and meeting with another visiting party that was, at the same time, investigating business education in FRG. The visiting party would like to gratefully acknowledge the learning that took place.

The views contained in this report do not necessarily represent the views of the institutions represented or organising the work.

LIST OF NAMES OF THE VISITING PARTY

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West Midlands Regional
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John Sams,
Senior Lecturer in Education
Studies,
Jordanhill College.

Scottish Education
Department

Gavin Thomas,
Her Majesty's Inspector,
The Welsh Office.

The Welsh Office

APPENDIX G : VISITS AND MEETINGS

AT FEDERAL LEVEL

Bundesministerium für Bildung und Wissenschaft
Deutscher Gewerkschaftsbund
Deutscher Industrie und Handelstag
Kultusministerkonferenz
Deutscher Handwerkskammertag

OTHER VISITS AND MEETINGS

in Bayern

Ausbildungszentrum (München), Agfa, A.G.
Bayerisches Staatsministerium für Unterricht und Kultus
Berufsbildungszentrum für Bau und Gestaltung,
Bildungszentrum der Industrie- und Handelskammer,
München und Oberbayern
Handwerkskammer für Oberbayern, München
Meisterschulen im Werkhof, München

in Baden-Württemberg

Arbeitsamt, Karlsruhe
Ausbildungszentrum (Karlsruhe), Siemens, A.G.
Berufsbildungszentrum, Karlsruhe (Internationaler Bund für
Sozialarbeit)
Gewerbliche Berufs- und Fachschule für Baumetallverarbeitung,
Stuttgart
Handwerkskammer, Stuttgart
Institut für Berufspädagogik, Universität Karlsruhe (T.H.)
Industrie- und Handelskammer, Karlsruhe
Landesstelle für Erziehung und Unterricht, Stuttgart
Ministerium für Kultus und Sport, Baden-Württemberg

in other Länder

Berufsförderungszentrum Maximiliansau (Christliches
Jugenddorfwerk Deutschlands)
Industrie- und Handelskammer Zu Köln
Zentralstelle für Prüfungsaufgaben der Industrie und
Handelskammern des Landes Nordrhein-Westfalen

APPENDIX H : FURTHER READING AND REFERENCES

INTRODUCTION TO THE EDUCATION SYSTEM IN THE FRG

The following items are descriptive accounts of the educational system in general.

- 1 Andrews, Philippa, Russell, T.J., and Whybrow, John. *The German Vocational Education System*, (Comparative Paper 4), Coombe Lodge, 1979, ISSN: 0143-327X. ISBN: 0-9502574-8-6.
- 2 British Council. *Federal Republic of Germany*, (Education Profile), British Council, 1981.
- 3 Fuhr, Christoph. *Education and Teaching in the Federal Republic of Germany*. Munich, Carl Hanser Verlag, Inter Nationes, 1979. ISBN: 3-446-12810-7.
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- 10 Brown, H. and Flower, F. *The Industrial Tutor*. FESC. Forthcoming.

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- 14 Federal Employment Institute of the Federal Republic of Germany. *The Employment Office*. Bundesanstalt für Arbeit, Nürnberg.
Available from - Bundesanstalt für Arbeit, Hauptstelle, Regensburger Strasse 104, 8500 Nürnberg, Federal Republic of Germany.
- 15 Kühl, J. et al. *Employment Policy in Germany - Challenges and Concepts for the 1980s*. Second Edition, 1979, Bundesanstalt für Arbeit, Nürnberg.
Available as for Item 11.
- 16 Kultusministerkonferenz. *Report on the Development of Education 1978-1980 to the 38th Session of the International Conference on Education, Geneva, November 1981*. KMK, Bonn, 1981.
Available from KMK, Nassestrasse 8; 5300 Bonn 1; Federal Republic of Germany.
- 17 Kaiser, Manfred. *The Occupational Basic Training Year in the Federal Republic of Germany*. Paper CCC/EGT (77)30, Council of Europe, Strasbourg 1977.
Available from Council of Europe, Librairie Berger-Levrault, 23 Place Braglic, F-67081 Strasbourg.
- 18 Lipsmeier, Antonius. *Training of Vocational School Teachers in Member States of the European Community*. *Vocational Training*, No.4, 1979. ISSN: 0378-5068.
- 19 Taylor, M.E. *Education and Work in the Federal Republic of Germany*. 1981. London, Anglo-German Foundation for the Study of Industrial Society. ISBN: 0-905492-36-6.
- 20 Tilch, Herbert. 'In-firm trainers in the Federal Republic of Germany - teacher training, continuing training', *Vocational Education*, No.4, 1979, ISSN: 0378 5068.
- 21 Simons, D. *George Kirchensteiner*, 1966. Methuen.
- 22 Russell, R. *The Organisation of Craft Activities in the Federal Republic of Germany*. (Information Bank Paper : 1725), Coombe Lodge, 1982.

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